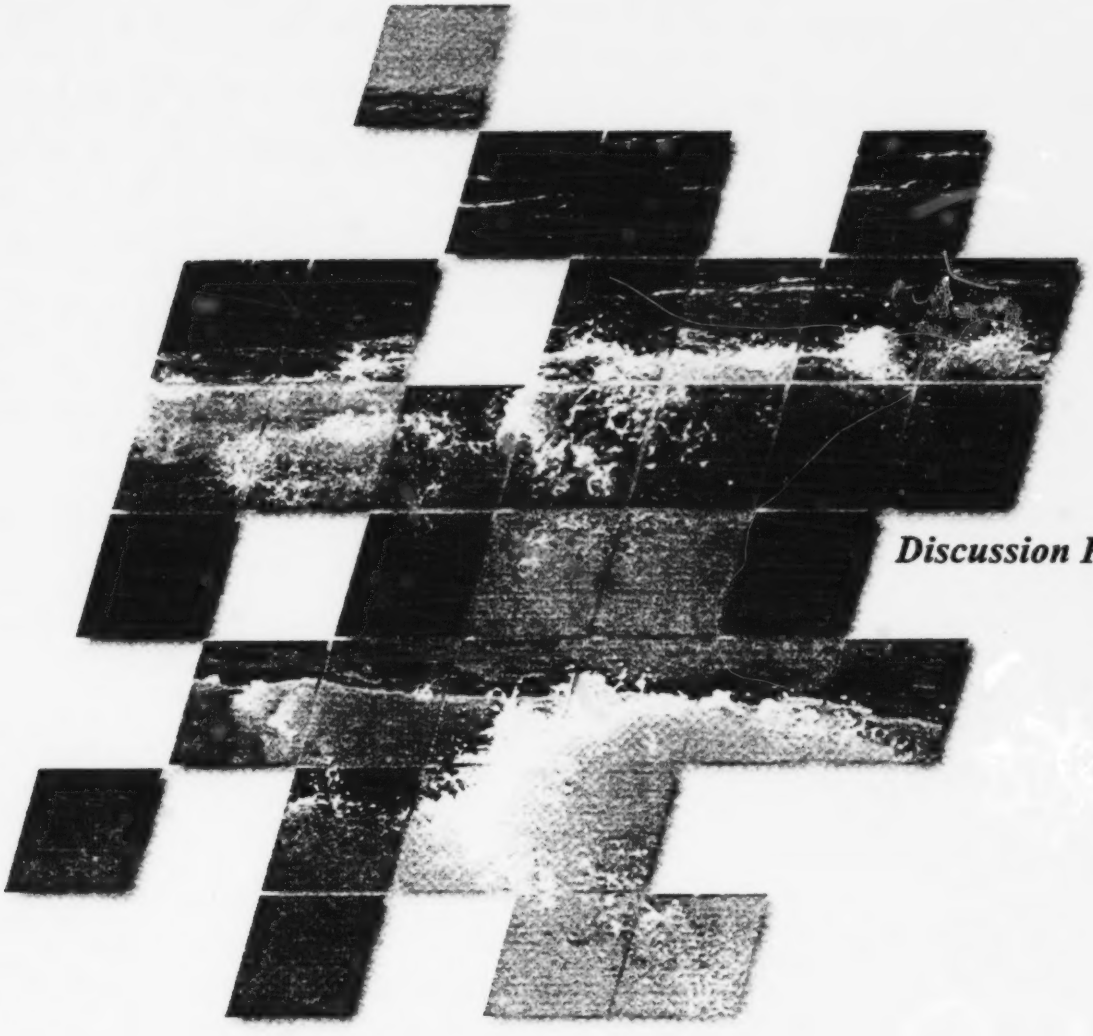
Toward *Canada's* Oceans *Strategy*



Discussion Paper

Canada

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We have experienced unprecedented growth

in oceans activity in the past 25 years.

The oceans are our next frontier. They have

the capacity to exceed the growth of any

other sector of the Canadian economy.

However, this growth is resulting in congestion,

environmental degradation and ecosystem imbalances,

which threaten the basis for future sustainable growth.

Thus, urgent action is required to reconcile

competing oceans interests and to chart

our future course toward healthy, safe

and prosperous oceans for the benefit

of present and future Canadians.

We need to act now.

We need to develop plans for the proper use of our oceans.

Canada needs an integrated Oceans Strategy.

Figure 1.

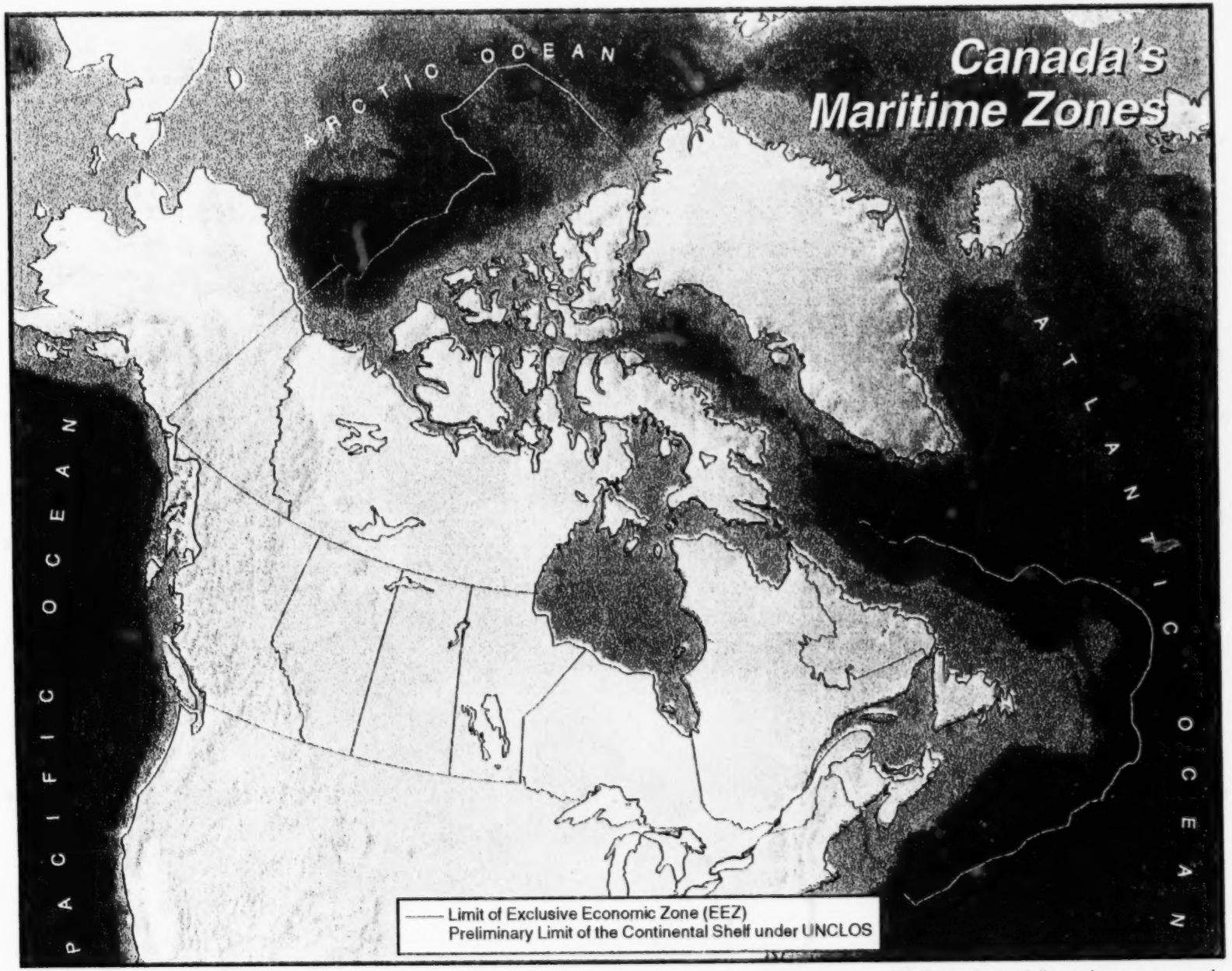

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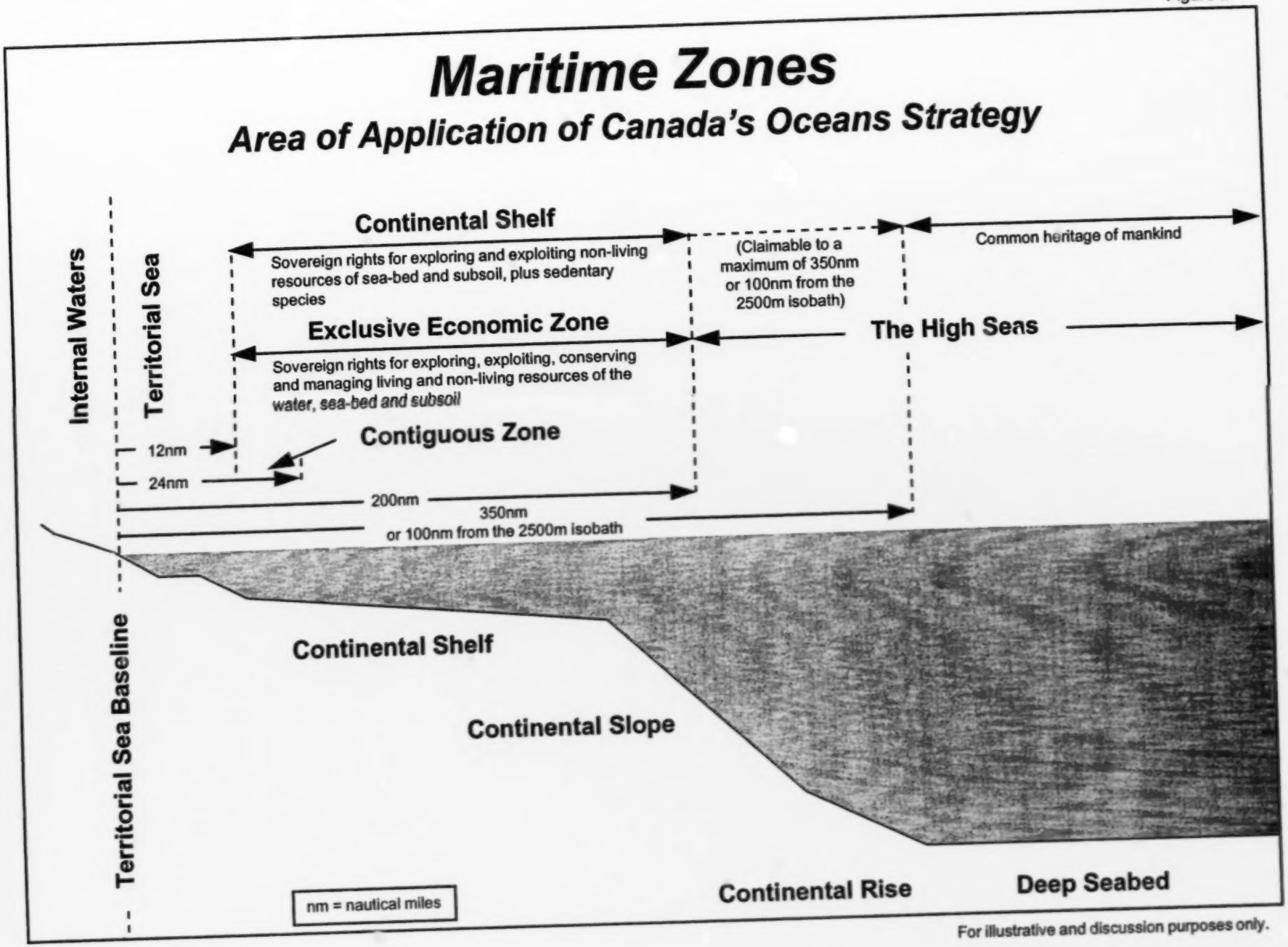
Figure 2.


Maritime Zones
Area of Application of Canada's Oceans Strategy
Internal Waters
Territorial Sea
Continental Shelf
Sovereign rights for exploring and exploiting non-living resources of sea-bed and subsoil, plus sedentary species
(Claimable to a maximum of 350nm or 100nm from the 2500m isobath)
Common heritage of mankind
Exclusive Economic Zone
Sovereign rights for exploring, exploiting, conserving and managing living and non-living resources of the water, sea-bed and subsoil
The High Seas
Contiguous Zone
12nm
24nm
200nm
350nm
or 100nm from the 2500m isobath
Territorial Sea Baseline
Continental Shelf
Continental Slope
Continental Rise
Deep Seabed
nm = nautical miles
For illustrative and discussion purposes only.

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1 Purpose

As a Canadian interested in our oceans, your involvement in the development of Canada's Oceans Strategy is important. This paper provides an overview of the main issues related to oceans management and seeks your views, suggestions and concerns related to those issues in order to shape the Oceans Strategy. We want to stimulate discussion and generate ideas in consultation with federal, provincial, and territorial governments and with affected Aboriginal organizations, coastal communities and other persons and bodies, including those bodies established under land claims agreements, and other interested Canadians that will lead toward the development of Canada's Oceans Strategy.

2 Task

The task ahead is to develop an Oceans Strategy that will be the vehicle through which Canada's oceans vision can be realized.

To ensure healthy, safe and prosperous oceans for the benefit of current and future generations of Canadians

The Oceans Strategy will be built on the three principles of sustainable development, integrated management, and the precautionary approach.

In achieving this vision, four immediate goals are required of the Oceans Strategy:

1. Replace the current, fragmented approach to oceans management with a collaborative, integrated approach.
2. Expand working partnerships among oceans stakeholders and increase their responsibility and accountability.
3. Optimize the economic potential of our oceans while ensuring their conservation and sustainability.
4. Position Canada as a world leader in oceans management.

3 Consultations

Although the *Oceans Act* makes the federal Minister of Fisheries and Oceans responsible for leading and facilitating the development of our Oceans Strategy, an effective Strategy must be shaped nationally and collaboratively. Therefore, a thorough consultation process is underway.

This paper seeks submissions and comments from all interested parties on the framework and actions that should make up Canada's Oceans Strategy. Interested Canadians will have the opportunity to participate in public consultations on all three coasts and to present their views, suggestions and concerns regarding the development and implementation of the Oceans Strategy.

Submissions regarding the national Oceans Strategy can be sent by fax, e-mail or by mail to the addresses listed in Appendix A. As well, Canada's Oceans web site, which is located at *http://www.OceansCanada.com*, will provide updates on the consultation process.

4 Next Steps

Following public consultations on all three coasts, governments will develop a work plan to identify pilot projects and to test, develop and implement different initiatives that will contribute to the Oceans Strategy.

With the agreement of federal, provincial and territorial governments, Canada's Oceans Strategy will be targeted for implementation in the year 2000.

For further information or to make a submission, contact the addresses listed in Appendix A.

5 Canada - A Maritime Nation

Almost one-quarter of Canada's total population lives in coastal areas. Canadian shores touch three oceans in which our nation has vital sovereign interests: the Arctic, Atlantic and Pacific. Canada has the world's longest coastline -- almost 250,000 km -- and one of the largest continental shelves. Our total offshore space comprises over three million square kilometres. Canada's management responsibilities, as they relate to the Canadian continental shelf, also extend beyond the 200 mile limit, in accordance with the United Nations Convention on the Law of the Sea (UNCLOS).

Canada's oceans are one of our country's great, natural assets - careful management is a wise investment.

Canada's well-being has been linked throughout history to its ability to trade. Commercial shipping continues to be a mainstay for the regional, national and international exchange of goods.

A national framework to provide environmentally and economically sustainable development of our ocean resources will flow from the Oceans Strategy and will aim to address the concerns of all Canadians who enjoy the economic, socio-cultural and recreational opportunities offered by our oceans and coastal areas.

6 Oceans Management to Date

The expanding use of ocean resources and the conflict between many of these uses has made it increasingly difficult to coordinate oceans-related activities and to ensure that policies are cohesive. Economic goals in the past have been pursued, for example, without enough consideration for the broader ecological impact or the consequences for marine safety. The lack of an integrated approach to using a shared resource has often caused conflict among economic, environmental and social objectives.

Furthermore, some stakeholders, particularly those who wish to develop the oceans and their resources, are concerned that the large number of govern-

ment departments and agencies with oceans-related mandates and regulatory regimes complicates opportunities for investment and development.

The numerous acts and policies on oceans activities, the new oceans initiatives under way at all levels of government, and the influence of international organizations are inspiring us to strive for better coordination (e.g. the National Programme of Action for the Protection of the Marine Environment from Land-Based Activities). Experience has taught us that if there is no strategic management framework, the potential for working at cross purposes is considerable.

7 *The Oceans Act*

In its report to the Prime Minister in 1994, the Committee on Oceans and Coasts of the National Advisory Board on Science and Technology advocated that Canada develop a strong oceans policy by implementing an Oceans Strategy, and enacting a Canadian *Oceans Act*.

The *Oceans Act*, which came into force on January 31, 1997, addresses Canada's economic, social and environmental oceans objectives, and provides for the integrated management of our many activities in or affecting the oceans. Under the Act, the Minister of Fisheries and Oceans must collaborate with Canadians to develop a national Oceans Strategy for the management of estuarine, coastal and marine ecosystems.

Canada's Oceans Strategy will set out how Canada will manage its oceans in the 21st century. The Strategy will be based on the principles of sustainable development, the integrated management of oceans activities and the precautionary approach.

- **Sustainable Development:** development that meets the needs of the present without compromising the ability of future generations to meet their needs. The utilization of resources, investment, technological development and institutional change must all consider future as well as current needs.

- **Integrated Management:** a continuous, transparent decision-making process developed by stakeholders to integrate planning and implementation of activities and policies affecting Canada's oceans.

- **Precautionary Approach:** erring on the side of caution.

8 Canada's Oceans Community

Provincial, territorial and municipal governments have varying roles and responsibilities with regard to oceans activities. Provinces have primary responsibility for provincial lands, the shoreline and some sea-bed areas. Municipalities have responsibility for many of the land-based activities affecting the marine environment. The *Oceans Act* provides for the development of a new strategic management framework under which provinces, territories and municipalities can operate, as Canadians seek to cooperate more fully in managing the oceans through, for example, integrated coastal zone management plans.

Aboriginal groups also have important roles in and lifestyles that depend on thoughtful oceans activity management, particularly as land claim agreements are settled. Negotiations involving oceans-related issues will probably be undertaken with about 200 Aboriginal groups in Canada within the next 10 years.

Oceans industries are, of course, important players. These industries include high technology instrument development, shipbuilding, oil and gas exploration and extraction, sea-bed mining, defence production, aquaculture, commercial and sport fishing, tourism and recreation, boating, shipping and transportation, marine navigation, and communications.

There are also interest groups, neither governmental nor commercial, that have expertise and provide informed advice on matters such as economic, environmental and social issues, science and technology, community living, jobs and growth, public education, and the Arctic.

The federal government has broad responsibilities for the stewardship of Canada's oceans and resources. Ten federal departments carry out the bulk of these responsibilities through various statutes, policy instruments and other administrative arrangements, as well as international activities. Similarly, the provinces and the territories have responsibilities that impact the oceans.

Further information on the different government responsibilities is contained in two documents: *The Role of the Federal Government in the Oceans Sector* and *The Role of Provincial and Territorial Governments in the Oceans Sector*. Both documents are available on the Oceans web site or from the addresses in Appendix A.

9 Overview of the Oceans Sector

In the last two decades, there has been increased global understanding of the need to preserve and protect the ocean environment while continuing to tap its potential wealth. The challenge of balancing environmental and economic costs and benefits has been the driving force behind several international initiatives.

The management of our oceans is very different from the management of our land resources, because the oceans and their resources are shared resources. In addition, management in the coastal zone needs to integrate activities on land and those at sea. Therefore, governments must manage competing user interests in the oceans sector to ensure the long-term sustainability of these resources, both domestically and internationally.

Economy

The oceans sector of the Canadian economy comprises activities related to recreation, commerce, trade and economic development. These activities include fishing and aquaculture, shipping and shipbuilding, marine defence industries, boating, tourism and recreation, the oil and gas industries, sea-bed minerals, environmental industries, oceans-related manufacturing and services, and the various economic sectors that depend on these industries. By current estimates, economic activity in the oceans sector accounts for between three and six per cent of Canada's gross domestic product. About seven million Canadians live in coastal communities, where many depend on the sea and the coast to earn their living.

Environment

The prevalence of marine pollution presents significant challenges for Canada and other coastal states. Most of the pollution in oceans, including municipal, industrial and agricultural wastes and run-off, as well as atmospheric deposition, emanates from land-based activities and affects the most productive areas of the marine environment, such as estuaries and near-shore coastal waters. These are also threatened by physical alteration of the coastal environment and upstream areas, which destroys habitats that are vitally important to ecosystem health.

Cooperative governance will result in new, constructive approaches to decision making.

Fisheries

The conservation and sustainable use of fishery resources is one of Canada's principal oceans objectives. Stock conservation problems, allocation

conflicts, international boundary disputes, excessive harvesting and fiscal restraint have all shaped federal government approaches to domestic and international fisheries policies and management practices in the continuing search to ensure economic and environmental sustainability.

Federal fisheries managers are developing a renewed approach toward the management of the resource. The main program elements focus on conservation, streamlining programs to seek efficiencies, and working more closely with the industry through co-management and partnering arrangements.

Aquaculture

Developing aquaculture in Canada is a priority of the federal government; there is considerable potential for development in the Canadian aquaculture industry. This sector could create jobs, spur economic growth and encourage coastal community development. At present, five species (salmon, trout, mussels, oysters and manila clams) have made the transition from the laboratory to commercial production. Research is continuing on new species development and on the mitigation of potential environmental risks.

Shipping

Canada has a policy of international harmonization of its marine safety and environmental policies with international maritime law and, as a maritime nation, is a major supporter of the work of the International Maritime Organization (IMO). With respect to trade, Canada, for the most part, depends on foreign vessels for the international transportation of its goods. Such vessels service Canadian ports on the east and west coasts and the Great Lakes -- contiguous waterways shared with the United States. Thus, in addition to actively supporting the approach taken by the international marine community, Canada also shapes its approach to domestic marine transportation and protection regimes taking into account those applicable in the U.S.A.

Offshore Energy and Mineral Resource Development

Renewed interest of domestic and international petroleum companies in exploring and developing east coast oil and gas has the potential to generate significant economic benefits into the future. Projects such as Hibernia, on the Grand Banks off Newfoundland, and the proposed Sable Offshore Energy Project on the Scotian Shelf, have spurred further developments; recent drilling in the Gulf of St. Lawrence off the west coast of Newfoundland has also sparked interest. However, acoustics from geophysical seismic surveys and drilling, sea-bed disturbances from development infrastructure (such as pipelines), drilling fluids disposal and accidental petroleum discharges are among the potential environmental threats associated with such development. While mineral development is not at the same level of maturity as oil and gas, interest in developing aggregates continues to be expressed. Placer deposits of gold and other minerals are less likely to be developed in the immediate future.

Challenges

The competing domestic demands of these diverse oceans interests have been difficult to balance. For example, although marine transportation is a low-cost, energy-efficient and relatively safe, non-polluting way to transport goods, and although aquaculture is a cost-effective way to meet the increasing demand for protein, both activities could harm the environment. On another level, although the commercial fishing industry is being restructured to make it economically sustainable, some areas have experienced job reduction in order to match employment levels with the carrying capacity of the resource.

Canadians living in coastal areas depend on the near-shore resources for fishing, transportation, recreation, culture, aquaculture, tourism and, more recently, oil and gas developments. The assessment and management of these activities often do not take into consideration their cumulative impacts and have caused conflict with conservation and environmental objectives throughout the country.

Knowledge

Continuing efforts to reduce uncertainty are key to supporting the proper management of marine resources. For example, despite the remarkable progress made this century in understanding the dynamics of marine stocks and ecosystems, uncertainty about their current and future condition is still a major constraint to ensuring their long-term sustainability. Therefore, we must continue to improve our scientific knowledge of oceans resources, including the dynamics of fished stocks and the effects of pollution on oceans ecosystems. In addition, improved access to and uses of traditional and local knowledge are essential for resource conservation.

10 *International Context*

Through the *Oceans Act* and in accordance with customary international law, Canada declared an exclusive economic zone (EEZ) of some 2.9 million square kilometres. In a number of cases, Canada's management responsibilities, as they relate to the Canadian continental shelf, also extend beyond the 200 mile limit.

In 1994, the United Nations Convention on the Law of the Sea (UNCLOS) came into force. UNCLOS establishes a comprehensive framework for regulating the oceans, including access to the seas, navigation, protection and preservation of the marine environment, pollution prevention and control, exploitation of living resources, conservation, scientific monitoring and research, sea-bed mining, other exploitation of non-living resources, and the settlement of disputes. However, because UNCLOS did not cover in enough detail the management

and conservation of straddling and highly migratory fish stocks on the high seas, the United Nations Fisheries Agreement (UNFA) was developed and adopted.

One requirement of UNFA is that conservation measures outside 200 nm (370 km) be compatible with those inside 200 nm. It also provides for compulsory, binding dispute settlement and establishes a high seas enforcement scheme that allows one country, that is a Party to the Agreement, to take enforcement measures against a fishing vessel flying the flag of another Party when that Party is unwilling or unable to do so. Canada is a signatory to both UNCLOS and UNFA.

The implementing Bill for UNFA was tabled in Parliament on December 4, 1997, the adoption of which will allow Canada to proceed with ratification. Canada intends to ratify UNCLOS once an effective high-seas enforcement regime has been put in place. This could be achieved in a number of ways, including through the entry into force and effective functioning of the UNFA with respect to key distant water fishing states.

Canada is also party to other ocean-related conventions, including ones dealing with shipping, fisheries, biodiversity and pollution. For example, these include:

- the Convention on Future Multilateral Cooperation in the Northwest Atlantic Fisheries (the NAFO Convention)
- the Convention for the Conservation of the Anadromous Stocks in the North Pacific Ocean
- the United Nations Convention on Biological Diversity
- the United Nations Framework Convention on Climate Change
- the World Heritage Convention
- the Constitution of the World Meteorological Organization
- the International Convention for the Prevention of Pollution from Ships
- the Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter
- the International Convention on Oil Pollution Preparedness, Response and Cooperation
- the International Convention for Safety of Life at Sea
- the Convention on Liability and Compensation for Damage in Connection with the Carriage of Hazardous and Noxious Substances by Sea

Canada's oceans policy is also affected by the following international initiatives:

- the United Nations Environment Program -- Global Programme of Action for the Protection of the Marine Environment from Land-Based Activities
- the 1997 Programme for the Further Implementation of Agenda 21 (which arose from the 1992 United Nations Conference on Environment and Development)
- the Declaration on the Establishment of the Arctic Council (subsuming the Arctic Environmental Protection Strategy)

These establish non-binding principles and guidelines for the protection and sustainable use of ocean resources. They embrace an ecosystem approach to marine management.

11 Toward an Oceans Strategy

When developing an Oceans Strategy, the following issues need to be addressed:

- Understanding Our Oceans
- Conserving Ocean Biodiversity
- Marine Environmental Quality
- Shipping and Maritime Safety
- Integrated Planning and Management
- Oceans Industries and Related Opportunities
- Aboriginal Issues
- Arctic Issues
- Maritime Security and Enforcement
- International Considerations
- Public and Community Awareness, Understanding and Participation

Our Oceans Vision

To ensure healthy, safe and prosperous oceans for the benefit of current and future generations of Canadians.

Understanding Our Oceans

Integration of scientific, traditional and local analysis and knowledge are necessary to manage our oceans effectively and to provide a sound basis for policy development, decision-making and management practices.

Understanding of Canada's diverse marine environments varies greatly and our current knowledge reflects our historic priorities in research. Very large oceans areas have been investigated at only a reconnaissance level.

Therefore, the Oceans Strategy should take into consideration:

- the articulation and funding of Canada's oceans science and technology;
- marine-related knowledge and innovation base of our economy;
- the need to define, map, monitor and inventory Canada's oceans-related resources, and maritime spaces;
- the opportunities for resource development and sea-bed mining;
- the need for geophysical exploration work to further define the hydrocarbon resources off the continental margins of Canada;
- capacity to meet navigational charting needs;
- methods of stock assessment;
- cumulative effects of increased human and industrial use of the oceans;
- the implications of global climate change;

- reliable indicators to monitor and assess ecosystem health;
- Canada's expertise and capabilities in ocean-related science, technology, research and engineering;
- adequacy of existing databases;
- the need for a multi-disciplinary approach to marine sciences; and
- institutional and infrastructure arrangements.

Conserving Ocean Biodiversity

Governments, communities and all users are responsible for ensuring the long-term viability of the oceans' biodiversity. Current challenges include controlling land wastes and run off, over-exploitation and oil chemical pollution. Although marine and coastal habitats are in danger of degradation, more and more people are using the sea and coastal environments for food, income and recreation. Declining water quality, increasing pollution, habitat loss and the introduction of exotic pests add to the management challenges.

Canadians are becoming more aware of the importance and need to protect marine biodiversity for both ecological and economic reasons. One way to conserve biodiversity is through various forms of marine protected areas, which may be established through federal, provincial or territorial cooperation.

The federal government can create three types of designated protected areas in the marine environment. The first, Marine Conservation Areas, are set aside to provide a representative sampling of Canada's various marine environments and to help people better understand and enjoy their marine heritage. The second, Migratory Bird Sanctuaries and National Wildlife Areas, are set aside for the protection of migratory birds and other wildlife. The third, Marine Protected Areas, are set aside for the protection and conservation of marine resources and habitat, including fisheries, endangered and threatened species, and areas of high biodiversity.

Planning and managing protected areas usually involves more than one government. Many different agencies and user groups share responsibilities for most areas. The level of protection varies between areas -- some allow a wide range of activities, while others exclude activities for conservation reasons. Protected areas can enhance fisheries and tourism industries, protect endangered or threatened species and habitats, and provide opportunities for research and education.

Therefore, the Oceans Strategy should take into consideration:

- marine biodiversity conservation and the introduction of exotic marine pests;
- marine and coastal habitat loss and degradation;
- the role of marine protected areas and their relationship to limited and multiple-use practices;
- increased understanding of the impacts of marine industries and recreation activities;
- increased understanding of the causes and rates of degradation and recovery of the oceans environment; and

- the impacts of climate variability and change on marine ecosystems.

Marine Environmental Quality

Although the Canadian marine environment, by world standards, is relatively clean, declining marine water quality and increasing land-based sources of pollution are seriously affecting the viability of our marine environments. Environmental problems in harbours, estuaries and near-shore waters, as well as spoiled beaches, destroyed habitats, shellfish bed closures and contaminated sites, can be found all around our coasts.

Marine organisms can be affected by a range of discharges and emissions, including nutrients and sediments, heavy metals, organochlorines and debris. About 80 per cent of these pollutants enter the sea from the land and the atmosphere, and 20 per cent from marine sources.

The quality of the water, the sediments and the resources of the oceans can all affect human health. The marine environment sustains a great deal of human activity; recreation, for example, can be limited by poor water quality.

Therefore, the Oceans Strategy should take into consideration:

- marine water quality standards;
- ballast water strategies;
- standards to limit pollution of the marine environment;
- preparedness and response regimes for oil and hazardous and noxious substance spills;
- preventive measures such as electronic chart technology;
- gaps in management regimes;
- the need for help in rehabilitating damaged or suffering marine sites; and
- implications for human health.

Shipping and Maritime Safety

Because the safe, reliable routing of ships is vital to Canada's economic viability, Canada must optimize sea transport while ensuring that safety standards, accessibility and environmental protection are maintained.

There are more than 100,000 sea trips made in Canadian waters each year. These transport more than 360 million tonnes of goods, with an import/export value of about $85 billion. More than half a million passengers carried by cruise lines stop at Canadian ports. In 1993-94, there were 36,500 registered fishing vessels and 500,000 pleasure craft operating in tidal waters. There were also 158 ferries, which moved 43 million passengers and 16 million vehicles.

While Canada has actively pursued protecting the marine environment by improving the standards for ship and crew safety, it must maintain its capacity to be prepared for and to respond to incidents that could pollute the oceans and endanger safety of life at sea. Therefore, the Oceans Strategy should take into consideration:

- the economic significance to Canada of shipping and related industries;
- environmental standards and practices;

- freedom of navigation and/or passage;
- gaps or overlaps in responsibilities;
- ballast water management strategies;
- the adequacy of existing strategies for ship-source pollution;
- marine weather forecasting services;
- adequacy of current hydrographic charts;
- solutions for marine areas sensitive to shipping;
- Canada's capacity to accommodate a growing marine recreational and tourism sector; and
- Canada's capacity to accommodate the growth and development of the pleasure boating sector.

Integrated Planning and Management

Canada lacks a comprehensive oceans management framework with clear strategic objectives. Such a framework would help resolve conflicts between competing interests (and within specific interest communities) and identify management and planning gaps.

The Oceans Strategy will replace the current fragmented approach to oceans management with a collaborative, integrated approach

Better coordination of policies and decision making across federal, provincial and territorial governments is required to increase certainty for both industry investment and long-term environmental conservation and protection.

To establish an Oceans Strategy, Canada must balance the desire to promote economic investment and increase employment with the responsibility to restore, protect and conserve the integrity of the oceans. The Strategy will need to incorporate principles for managing the use of living and non-living resources.

Therefore, the Oceans Strategy should take into consideration:

- management strategies for all three coasts;
- coordination between government departments and agencies and advisory bodies;
- a mechanism or infrastructure to facilitate the integrated planning and management of Canada's oceans activities. This could include new government structures or institutional arrangements;
- ocean use planning, public right to navigation and zoning options;
- consistency when applying fundamental principles, such as sustainable development, integrated management and precautionary decision making;
- the adequacy of ocean-related legislation; and
- responsibilities for acquiring, assessing and reporting marine information.

Oceans Industries and Related Opportunities

The Oceans Strategy should identify and promote economic opportunities for marine-based industries. Greater certainty for industries to have access to resources would boost investment, employment and economic returns to Canada.

The Oceans Strategy will optimize the economic potential of our oceans while ensuring their conservation and sustainability

There is currently insufficient knowledge about the significance of the oceans industries to the Canadian economic and employment outlook. The diversity of the ocean technology industry holds great economic promise.

Therefore, the Oceans Strategy should take into consideration:

- ways to improve government regulatory and management regimes for marine industries;
- cooperation and working partnerships between governments, Aboriginals, and with the private sector;
- development of multiple-use principles;
- practices to be employed in planning of infrastructure associated with oil and gas development, including production facilities and the mechanisms by which the resources will be delivered to shore;
- mechanisms to support coastal communities to increase the value of their natural resources and to increase their economic potential through the acquisition and use of new technology;
- information about industry trends and performance;
- opportunities that marine-related tourism (e.g. eco-tourism) offers coastal Canada;
- mechanisms to encourage investment in capital-intensive industries;
- opportunities and constraints facing marine industries that affect domestic and international trade competitiveness; and
- services or research initiatives currently provided by governments as candidates for commercialization.

Aboriginal Issues

The sea and coast have influenced Canada's Aboriginal communities, for whom spiritual, traditional and economic oceans activities remain important.

While there are already land claims and other agreements that describe the involvement of Aboriginal groups in the marine environment, the Oceans Strategy should take into consideration:

- Aboriginal rights and interests with respect to the oceans;
- Aboriginal goals for marine management and conservation;

- indigenous fishing and marine mammal harvesting activities; and
- other marine issues and activities resulting from land claims.

Arctic Issues

The Arctic Ocean is part of a larger circumpolar marine region that borders on the marine areas of several other nations.

The marine waters of the Canadian Arctic are vast and vary significantly from the ecosystems of the Atlantic and Pacific oceans. A cold climate, sea ice, ground ice and permafrost limit biological activity and the diversity of marine life.

The decision-making process in the Canadian Arctic is changing because of the division of the Northwest Territories and political developments in the Yukon Territory and the Northwest Territories. The outcome will greatly affect the management of activities and the conservation of resources in Arctic waters.

The Canadian government is working with Aboriginal groups, Northerners and other interests to identify and agree on domestic indigenous interests in the Arctic Ocean, and to develop action plans for managing environmental and resource allocation issues. Canada strongly supports the role of the Arctic Council in promoting dialogue and cooperative action on issues related to the environment and sustainable development in the circumpolar north. Therefore, the Oceans Strategy should take into consideration:

- the integration of planning and implementation of marine-related activities in the Arctic;
- the management and conservation concerns of the Inuit and other Arctic peoples;
- the adequacy of existing conservation and protection initiatives;
- gaps in our scientific understanding of the Arctic Ocean's ecosystems;
- gaps in our knowledge of seafloor bathymetry;
- the consequences of an increase in interest in development of the gas resources in the Beaufort Sea, if economic conditions become favourable;
- the effects of renewable resource harvesting, non-renewable resource exploration and production, and marine shipping; and
- Canada's exclusive sovereignty over the waters of the Arctic Archipelago.

Maritime Security and Enforcement

Within our maritime zones, a coordinated system of surveillance and enforcement helps maintain sovereign rights and also assists in ensuring maritime order and security. The Oceans Strategy will take full account of the broader mandates of departments in protecting other Canadian interests. Federal agencies must cooperate to provide effective surveillance and enforcement. Canada must also protect, exercise its jurisdiction over and control access to ocean resources and trade, while continuing to prevent and control pollution and enforce sea safety and border control. Therefore, the Oceans Strategy should take into consideration:

- an integrated surveillance and enforcement regime;
- Canada's capacity to monitor and enforce territorial and environmental security;
- coordination mechanisms to exercise and protect our sovereign rights over offshore areas and resources;
- international and cooperative surveillance of fisheries; and
- the adequacy of sharing of technology and assets between surveillance providers.

International Considerations

Canada's domestic oceans activities should contribute to the well-being of the world's oceans. Similarly, activities undertaken by other nations can affect our oceans and resources.

The Oceans Strategy will position Canada as a world leader in oceans management

It is important, therefore, to promote Canadian interests in relevant international bodies, participate in related initiatives and cooperate with neighbouring nations on issues such as development of sustainable fisheries, freedom of navigation, conservation, pollution prevention and control, scientific research, data collection and monitoring, meteorology, data exchange, oceanography, shipping, sea safety, and search and rescue at sea. Therefore, the Oceans Strategy should take into consideration the continued need to:

- identify the principles of Canada's strategic international role in maritime affairs;
- promote and export Canadian expertise in marine science, hydrography, topographic mapping, monitoring and surveillance, management and technology; and
- study the oceans-related dimension of global issues, such as climate change, ozone depletion and ballast waste water.

Public and Community Awareness, Understanding and Participation

The future of our oceans ultimately depends on the integrated planning and management of decisions and activities of individuals and organizations pursuing disparate goals. Canada's citizens need to understand, appreciate and accept the economic and environmental value of the marine environment.

The Oceans Strategy will expand working partnerships among oceans stakeholders and increase their responsibility and accountability

The goals of the Oceans Strategy can be achieved if coastal communities, like-minded communities and individuals guide and actively participate in the decision-making and implementation processes, particularly at the local level. Therefore, the Oceans Strategy needs to consider:

- mechanisms that promote and facilitate ongoing dialogue among regulators, communities and competing interest groups;
- an oceans stewardship and marine protection ethic;
- the capacity of individuals and organizations to contribute their expertise to the Oceans Strategy; and
- existing co-management approaches and the opportunity for their application in other regions.

12 Questions to Consider

We welcome your views on any matter relevant to the national Oceans Strategy. The following questions may be helpful:

- The *Oceans Act* stipulates that the Oceans Strategy must be based on sustainable development, integrated management of activities and the precautionary approach. How should these principles be applied? What other principles should be considered?
- How can different uses of the oceans be accommodated and managed in harmony? Are there any examples of management, economic policy or ocean resource allocation that should be considered when developing an Oceans Strategy?
- Section 32 of the *Oceans Act* states that, for the purpose of the implementation of integrated management plans, the Minister of the Department of Fisheries and Oceans may, in collaboration with others, establish advisory or management bodies, or recognize existing bodies. What types of advisory or management bodies do you envision for this purpose?
- What other mechanisms or institutional arrangements could be developed or changed to improve and to coordinate the federal, provincial and terri-torial management of oceans activities?
- Are there any other opportunities for creating long-term employment or improving economic returns, either by expanding existing marine-related industries or developing new ones? What are their limitations?
- Do you agree with this paper's vision of the Oceans Strategy?
- Are there other general approaches or specific actions to ensure both the conservation of biodiversity and the sustainability of the ocean's living resources for future generations?
- What other key issues relevant to the Oceans Strategy have not been included in this consultation paper? How might these be addressed?

13 Appendix A -- How to Contact Us

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Discussion Notes

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